WAR FOOD ADMINISTRATION
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FOOD FOR LIBERATED EUROPE

When the shooting stops in Europe, food will cease fighting our Nazi enemies. It will begin promoting the cause of peace by preventing civil disorders, rebuilding starved bodies, giving new hope to despairing minds, and laying the groundwork for enduring peace.

As the struggle approaches its climax, American farmers and their city neighbors who depend upon them for food are asking some pertinent questions.

***What foods, and how much, will Europe need during the first year or two after hostilities cease?

***Will the United Nations be able to supply food and feed in sufficient quantities to prevent disorder in regions freed from Nazi oppression?

***How much of the total will American farmers be called on to provide?

Conclusions reached now cannot be set down as final -- many variable and unforeseeable influences will affect greatly the volume and composition of European food and feed imports. The impact of the war on still-untouched areas, the size of Europe's food crops, and how well they can be distributed are only a few of the unpredictable factors bearing on the problem.

This discussion merely suggests the broad outlines of Europe's food problem and how American farmers may be asked to help solve it.

WHERE WILL FOOD BE NEEDED?

The most immediate and pressing need of Europe for imported food is expected to be in western Russia; in eastern Poland and parts of western Poland, Yugoslavia, Albania, and Greece; and in the urban areas in a number of continental countries. For the longer pull, food imports must be stepped up to meet the minimum requirements of Belgium, Norway, Austria, the Netherlands, Finland, and France -- all net importers of food before the war.

WHAT WERE PREWAR FOOD HABITS?

Except for Finland and Greece, the 13 countries lying east of prewar Germany-Austria -- the U.S.S.R., Estonia, Latvia, Lithuania, Poland, Hungary, Yugoslavia, Rumania, Bulgaria, Albania, and Czechoslovakia -- were self-sufficient or net exporters of food before the war. Except for Denmark, the 14 western countries -- Sweden, Norway, Germany, Austria, Italy, Switzerland, Belgium, Netherlands, France, Spain, Portugal, United Kingdom, and Eire -- were net importers of food, and Denmark normally imported fruits and vegetables.

In southern and eastern areas, cereal-potato foods were important. People living in southern Europe with warm climates were accustomed to eating relatively large amounts of fruits and vegetables other than potatoes. Sugar, meat, milk, and other animal products were important in the diets of northwestern countries, which also consumed more coffee, tea, and cacao beans than other areas.

Of the foods and feeds imported into Europe from overseas before the war, the most important were wheat grain, oilseeds, feed grains (barley, oats, maize), sugar, rice, fruits, meat, and oilcake.

With the resumption of normal trade after the war, European consumption of food will no doubt tend to shift from wartime diets in the direction of prewar diets. Since a complete return to prewar food consumption habits and levels will necessarily be gradual, it seems likely that imported supplies for the first year or so after the war, although larger than during wartime, will probably make up only a small part of total food stocks in Europe. These supplies will be used mostly to balance the diet and to relieve some of the worst shortages.

WHAT ARE EXISTING DIETS?

The best information available indicates that the diet of the average civilian in Europe has declined between 15 and 20 percent from prewar average of 2,900 calories a day. This compares with the present American consumption level of around 3,000 calories a day for adults. However, since this is only an average, and since Germany has requisitioned large quantities of food in conquered countries, it is clear that millions of Europeans have been subsisting on as little as two-thirds or even one-half of the prewar calories.

There are probably 60 million people in Greece, Poland, Belgium, Norway, France, Italy, Spain, and Yugoslavia whose average intake of energy is 25 percent less than before the war. Perhaps 40 million of these war victims subsist on 60 percent or less of their prewar energy consumption.

Foods of animal origin -- meat, eggs, milk, cheese -- met nearly one-fourth of the total diet needs of prewar Europe. Now, however, largely because imports of animal feeds have been cut off, such foods make up only about one-sixth of the total. Nazi Europe eats less than half as many eggs as before the war; 40 percent less milk, fats and oils; one-third less meat and cheese; slightly less wheat grain (although consumption of cereal in terms of flour has increased through an increase in the milling percentage); substantially more potatoes and fresh vegetables.

Livestock numbers have been reduced sharply, with the greatest reductions in hogs, beef cattle, and poultry; the smallest in dairy cows. Output per dairy cow has dropped substantially. Shortages of fertilizer, labor, and draft-animal power, have reduced the productivity of Europe's land between 5 and 10 percent.

HOW LARGE AND WHAT EXPORTS?

An average diet of 2,650 calories has been announced as the goal to be attained in feeding those groups of the liberated peoples who will have to be fed during the first emergency period.

Certainly relief authorities hope and plan to raise the existing standards as soon as possible. Millions of Europeans not only have been getting too little food; they have not been getting food adequate in protective qualities -- proteins, minerals, and vitamins. Large sections of the population thus have been exposed to possible ravages of "deficiency" diseases.

To maintain even a 2,000-calorie diet for the needy urban population would require estimated agricultural imports of 8½ to 9 million tons into continental Europe. By adding the imports of about 10 million tons now going to the British Isles, and perhaps 2½ million tons going to the U.S.S.R., one gets a conservative estimate of around 21 million tons as the minimum annual imports of farm products, mostly food, required by Europe during the first year or two after the war. This import figure will be modified if military supplies are available for civilian relief. This figure compares with total food shipments from the U. S. during the first 3 years of lend-lease which amounted to about 10 million tons, or an average of only 3 1/3 million tons a year.

The 21-million-ton estimate, however, is still far short of the net imports of food and feed shipped into Europe from overseas in an average prewar year. International trade statistics indicate that such shipments probably totaled around 40 million tons, divided about half and half between food and livestock feed. The majority of the food went to the British Isles, the majority of the feed to continental Europe.

On the basis of available information, continental Europe's greatest deficiency in the post-war period will be in fats and oils and foodstuffs of animal origin -- eggs, dairy products, meat, and cheese. As a result of the difficulty in supplying animal products, wheat will be an urgent requirement; feed grains will be desirable to step up livestock production. Large quantities of wheat and other foodstuffs will continue to be required by the United Kingdom. Most difficult is the forecast of requirements for Russia, but it is certain that the needs of U.S.S.R. -- whether filled or not -- will be great.

On the basis of prospective supplies of food and feed likely to be available in overseas exporting countries, Europe's imports seem likely to consist largely of wheat and feed grains. Animal products, vegetable oils, whale oil, rice, oilseeds and oil cake, legumes, fresh fruits, and beverage bases would be imported in smaller amounts. These animal proteins and oils will be needed in Europe, and some means should be found whereby the supplies of these products can be increased in the supplying countries. During the emergency period there are not likely to be substantial imports of livestock. Following this period, however, there will probably be imports of livestock. Some governments have already signified their desire to purchase in the Americas.

WHERE WILL IMPORTS COME FROM?

The bulk of exports to Europe in the first postwar years will have to move from countries which have the supplies -- the U. S., Canada, Cuba, Brazil, Argentina, French North and West Africa, South Africa, Australia, and New Zealand. While all of these except Argentina are members of the United Nations, several will not be able to contribute substantially to food exports for Europe.

It is true that Australia and New Zealand, making up a principal food-surplus area, are now producing large amounts of meat, wheat, dairy products, and other foods for the United Nations' use. But the end of the war in Europe is almost certain to see a rise in the tempo of the war in the Orient, with consequent sharp increases in the military demands for food in the Pacific area. On the other hand, military demands in other theaters probably will decline.

South Africa's food production is not large enough to contribute substantially to Europe's food imports.

HOW MUCH CAN OTHER COUNTRIES SEND EUROPE?

Animal Products

Only a minor expansion above current exports appears possible. Exports now moving overseas are "forced" exports, made possible only through greatly expanded output, rationing among domestic consumers, and other restrictions on domestic consumption.

Output of animal products in North America probably will reach its wartime peak in 1943-44, after tremendous expansion from prewar levels. Output in 1944-45 is expected to decrease as livestock numbers are reduced in line with feed supplies.

Any increases in meat exports probably would have to come from South America, assuming recovery there from the droughts which cut meat production in 1942 and 1943.

At the present time, the U. S. is supplying about one-third of the meat going into world trade. The U. S. also is providing about 90 percent of the canned and dried milk that moves in trade among the United Nations, 90 percent of the dried eggs, one-third of the cheese, and nearly one-fourth of the butter. The U. S. will have to meet most of Europe's immediate needs for milk, and probably for some other animal products.

Fats and Oils

These foods (shortening, margarine, vegetable oils, and similar products) probably will be the most difficult to supply. The War Food Administration, however, now holds large stocks of lard, part of which can be used as food for liberated areas. Soybean and peanut production in the U. S. has been expanded tremendously, but the continued blocking of exports from the Orient (which before the war provided over one-third of world vegetable oil exports) will prevent any big increase in vegetable oils in world trade.

The most likely sources of more fats and oils for export appear to be from stores now in Britain (which, with a reduction in armed forces, could be released), from Latin America, and from the United States. Additional supplies of edible oils not now available because of shipping and location problems may be available for European consumption after the war in Europe stops.

Vegetable Proteins

These would be mostly dry beans and peas, and soybeans. Latin America is expected to have ample supplies of these. However, the production of these crops in Europe has not suffered greatly from the war, and, after the first crop, local supplies can be expected to offset the need for large imports.

Wheat

This is the food most likely to be plentiful. Estimates of exportable surpluses of wheat by the four major exporting countries (Canada, Argentina, U. S., and Australia) indicate that about 700

million bushels of total stocks of 1,140 million bushels may be available for export during 1944-45. There will also be the new crop surpluses available from the 1944 harvests; the surplus from the Canadian crop alone is expected to amount to 250 million bushels or more and the U. S. harvest in 1944 is the biggest on record.

Feed Grains

Argentina has been the principal source of European corn imports from overseas. In mid-July the Argentine corn surplus was officially estimated at over 200 million bushels, including allowance for fuel use. A new crop will be available next April and May for shipment if needed. The U. S. normally is not a large exporter of corn; in fact, it is currently importing corn from Argentina.

On July 1 the indicated surplus of oats in Argentina was placed at around 36 million bushels, barley 16 million, and rye 18 million bushels, or a total of around 70 million bushels, for those grains. The U. S. has been importing such surpluses of barley and oats as were available in Canada, the only other important source of surplus supply for these grains.

Sugar

Only a small increase from current low levels of sugar imports into Europe can be expected. The development of new processes to substitute wheat for sugar in making industrial alcohol and the possible reopening of the Philippines as a source of sugar supply seem to offer the best prospects for increasing sugar exports to Europe. Large sugar imports will not be needed for continental Europe if domestic production is kept up, although the U.S.S.R. may require a substantial amount. Europe's largest sugar-producing areas, as of 1942, were in Germany, the U.S.S.R., France, Czechoslovakia, and the Lowlands.

Rice

While production in several countries of the Americas and in Africa has been expanded during the war, current supplies are so short that Europe receives very little. A significant increase in this amount appears improbable, at least until the great surplus rice producing countries are freed from Japanese control.

FOOD STOCKS CAN CUSHION RELIEF NEEDS.....

In the postwar period, the release of the large military and lend-lease reserves now maintained for the European theater of war by the U. S. and the other United Nations would make an appreciable contribution to relieving hunger in some liberated areas, both because of their size and their convenient location.

As the armies demobilize, fewer reserve stocks will be needed. While these stocks might not completely satisfy relief needs, they would carry liberated areas through a food crisis.

EUROPE'S FARMERS CAN HELP.....

For the first few months after liberation, the Allied armies take care of food distribution in a liberated area. But as civil order is established, the food program of any liberated area, like other parts of the economy, is turned over to the recognized civil government.

> The primary solution for Europe's food problem is the full recovery of Europe's own food production. One favorable factor is that modern mechanized warfare usually does not devastate widespread areas but concentrates on seizing or defending key geographical positions, usually cities. Even in hotly contested areas of North Africa, farmers were able to harvest fairly good crops in 1942 and 1943. While much of Europe still remains to be liberated (as of September 5), the food needs in Italy, North Africa, and France so far have not been as large as expected, and farmers are found to have maintained production surprisingly well while under Nazi domination.

Land in Russia from which the Nazis were driven was replanted to crops as early as the fall of 1943. Yields from these crops undoubtedly will be lower than normal, for the ground has become weedy and there are shortages of farm equipment. In such areas, shipments of farm machinery and similar assistance would do more to increase food supplies than shipments of food itself.

An unfavorable factor in reestablishing European agriculture closer to prewar levels is that an estimated 20 million people -- refugees, deportees, force laborers, prisoners of war, and evacuees from bombings -- have been uprooted by the war and will have to be resettled.

To speed a return to normal conditions, Europe's farmers will be encouraged during the crisis period to continue to produce direct food crops, which are more economical of time, materials, and labor.

If the farmers cooperate by continuing temporarily their "vegetable-cereal" pattern of production and by sharing their food with city people whose needs will be most acute; if the United Nations assist with importations of production aids like farm implements, machinery, seeds, and fertilizer; and if food collection, processing, and transportation are reasonably adequate -- Europe herself should be able to supply the <u>major</u> part of her food during the first 2 years after Germany is defeated, as she always has done.

U. S. FARMERS CAN HELP.....

Providing at least minimum food supplies for liberated areas is a responsibility of the United Nations. The United States, as an active member, must contribute her share. Present estimates of requirements and of this Nation's contribution

are highly tentative. They may be revised upward or downward, according to the progress of the war, the weather conditions in liberated areas, the recuperative abilities of liberated peoples, and other unpredictable factors.

1944. -- WFA allocations of U. S. food this year provide substantial amounts for liberated areas. These include many million pounds of evaporated, condensed, and dried skim milk; meat (beef and pork); fats and oils (excluding butter); dry edible beans and peas; and vegetable and field seeds.

U. S. production goals for 1944, providing crops for 1945 consumption, took into account most of the estimated relief requirements. Many of these foods will be needed by liberated areas for sometime after the war. Sources outside the U. S. will no doubt be tapped for additional supplies of beans, fats and oils, wheat, sugar, fish, potatoes, meat, and dairy products for relief requirements.

1945. -- In view of uncertainties as to food requirements from 1945 farm production, crop and livestock goals for next year will be determined as late as possible before planting time, so that the production requested may be based on the best knowledge available and the conditions prevailing at the time. Tentative plans call for State goal meetings to begin around November 15 and announcement of final goals by January 10, 1945.

It is not likely that relief feeding will slice any appreciable amount from each American's food portion.